

Message Text

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ACTION EB-11

INFO OCT-01 EA-11 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00

DOT-00 INR-10 NSAE-00 RSC-01 FAA-00 SS-20 NSC-07

PA-04 USIA-15 PRS-01 SPC-03 OMB-01 IO-14 SAJ-01 L-03

DRC-01 NSCE-00 (ISO) W
----- 068533

R 121003Z MAR 74

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 551

INFO AMCONSUL HONG KONG

CINCPAC HONOLULU HI

USLO PEKING

AMEMBASSY TAIPEI

C O N F I D E N T I A L SECTION 1 OF 2 TOKYO 3282

NOFORN

CINCPAC FOR POLAD

E.O. 11652: GDS

TAGS: ETRN, PFOR, CH, TW, JA

SUBJ: SINO-JAPANESE AVIATION NEGOTIATIONS

REF: (A) TOKYO 2685; (B) TAIPEI 1499; (C) TAIPEI 1435

SUMMARY: FOLLOWING FORMER AMBASSADOR ITAGAKI'S
VISIT TO TAIWAN TO DISCUSS AVIATION ISSUE, FONMIN
OHIRA INDICATED HE BELIEVES TAIPEI NOT TOTALLY OPPOSED TO
CONCLUSION OF PRC-JAPAN AIR AGREEMENT ALTHOUGH
DIFFICULT PROBLEMS REMAIN. IF PEKING AGREES, GOJ
HOPES TO BEGIN NEGOTIATIONS WITH PEKING SOON SO
THAT PRC-JAPAN AGREEMENT CAN BE PRESENTED TO
DIET DURING CURRENT SESSION AND TO LESSEN
LEVERAGE TAIPEI PERCEIVES IT HAS OVER PRC-
JAPAN AIR PACT NEGOTIATIONS. ALTHOUGH SERIOUS
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PROBLEMS APPARENTLY REMAIN, BASED ON OHIRA'S

STATEMENT WE DETECT AT LEAST SOME MOVEMENT
IN TAIPEI-TOKYO TALKS. END SUMMARY

1. FOLLOWING FORMER AMBASSADOR ITAGAKI'S RETURN
FROM TAIPEI AND HIS REPORT TO FONMIN,
OHIRA TOLD PRESS (FONOFF CHINA DIV DEP HEAD CONFIRMED
TO EMBOFFS) HE BELIEVES TAIPEI NO LONGER TOTALLY OPPOSES
CONCLUSION OF TOKYO-PEKING AVIATION AGREEMENT
ALTHOUGH DIFFICULT POINTS REMAIN TO BE RESOLVED.
OHIRA SAID GOJ PLANS TO BEGIN SOON, HOPEFULLY,
TO CONDUCT TALKS WITH PEKING TO CONCLUDE
NEGOTIATIONS IN TIME FOR RATIFICATION DURING
CURRENT DIET SESSION TO END LATE APRIL OR MAY.
OHIRA ALSO REPORTEDLY SAID HE STAKED HIS POLITICAL
FUTURE ON CONCLUSION OF THE PRC-JAPAN AIR PACT.
THERE ARE ALSO PRESS AND INTEL INDICATIONS
(CONFIRMED BY OGURA) THAT PRIMIN TANAKA HAS
AGAIN BECOME MORE ACTIVE ON CONCLUDING AVIATION
AGREEMENT IN RECOGNITION OF IMPORTANCE OF
PROGRESS ON ISSUE TO LDP PRIOR TO UPPER HOUSE
ELECTIONS.

2. OGURA, DISCUSSING ITAGAKI VISIT TO TAIWAN,
STATED THAT ITAGAKI HAD HELD ONLY ONE FORMAL
MEETING WITH CHANG YEN-TIEN, AT WHICH TIME FORMAL
GOJ PROPOSAL WAS PRESENTED. OGURA NOTED THAT ROC
HAD SEVERAL DIFFICULTIES WITH GOJ PLAN, BUT
AGREED THAT QUESTION OF NAME OF CHINA AIRLINES

AND MANNER IN WHICH CAL GROUND OPERATIONS IN JAPAN
WOULD BE HANDLED WERE MAJOR POINTS OF CONTENTION.
WITH RESPECT TO FIRST OF THESE MAJOR POINTS, OGURA
POINTED OUT THAT IT HAD NEVER BEEN JAPANESE
INTENTION TO REQUEST ANY CHANGE IN NAME CAL
ITSELF EMPLOYED, INCLUDING NAME APPEARING ON CAL
AIRCRAFT. IT WAS ONLY INTENDED THAT WHEN GOJ
REFERRED TO CHINA AIRLINES IT WOULD CALL FIRM
CHINA AIRLINES (TAIWAN). HE STATED THAT GROUND
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OPERATIONS PROPOSAL WAS THAT A NON-TAIWAN FIRM,
IT NEED NOT BE JAPANESE, TAKE OVER RESPONSIBILITY
FOR CHINA AIRLINES GROUND OPERATIONS. IN RESPONSE
TO DIRECT QUESTION, HE STATED THAT GOJ WOULD

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FM AMEMBASSY TOKYO

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INFO AMCONSUL HONG KONG

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C O N F I D E N T I A L SECTION 2 OF 2 TOKYO 3282

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HAVE NO LEGAL PROBLEMS IF SUCH A FIRM WERE TO
HIRE PRESENT CAL GROUND TAFF TO, IN FACT,
PERFORM FUNCTIONS. OGURA STATED THAT BALL NOW
IN ROC COURT AND GOJ WOULD AWAIT RESPONSE TO
ITS PROPOSAL.

3. REGARDING NEGOTIATIONS WITH PRC, OGURA STATED
THAT GOJ AT PREENT DID NOT KNOW WHEN AND IN WHAT
FORM NEGOTIATIONS WOULD BEGIN. HE SAID THAT PRESS
HAD PUT TOO MUCH EMPHASIS ON VICE FONMIN TOGO
MAR 11 STATEMNT TO EFFECT NEGOTIATIONS
COULD START THIS WEEK. HE SAID THAT INITIAL SOUNDINGS
WOULD BE MADE BY JAPANESE EMBASSY IN PEKING.
LHEN ASKED WHEN SUCH SOUNDINGS MIGHT TAKE PLACE
HE DECLINED DIRECT COMMENT, BUT STATED THAT BASIC
GOJ POSITION WAS THAT TALKS SHOULD START AS SOON AS
POSSIBLE. WHEN ASKED IF IT WOULD NOT BE NECESSARY
TO SEND EXPERTS TO PEKING FOR DETAILED DISCUSSIONS,
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OGURA STATED THAT THERE WAS A VERY COMPETENT MINISTRY OF TRANSPORTATION MAN AND A FORMER MEMBER OF FONOFF TREATIES BUREAU ON PEKING EMBASSY STAFF AND THAT THEY SHOULD BE ABLE TO HANDLE AT LEAST INITIAL STAGES OF NEGOTIATIONS.

4. ASKED ABOUT RECENT PRESS SPECULATION OVER LANDING RIGHTS IN JAPAN AND CHINA AND QUESTION OF BEYOND RIGHT , OGURA STATED THAT GOJ HAD AS YET NOT FIRMED UP POSITION ON THESE MATTERS. HE DID NOTE THAT A GOJ REQUEST FOR SHANGHAI, IN ADDITION TO PEKING, WOULD UNDOUBTEDLY RESULT IN PRC REQUEST FOR OSAKA. THIS LATTER MIGHT CAUSE PROBLEMS FOR GOJ BECAUSE OF OPPOSITION OF RESIDENTS AROUND OSAKA AIRPORT TO INCREASED FREQUENCIES. HE AGREED THAT ADDITIONAL FACTOR WOULD BE RELATIONS WITH OTHER COUNTRIES SUCH AS GOJ RECENT PROBLEM WITH UK OVER A REFUSAL TO ALLOW CATHAY PACIFIC LANDING RIGHTS AT OSAKA. (EMBASSY COMMENT--GOJ COULD PROBABLY SIDE STEP THIS PROBLEM, AT LEAST AS REGARDS LOCAL RESIDENTS' OPPOSITION, BY GRANTING PRC LANDING SLOTS NOW HELD BY CAL.)

5. OGURA MADE CLEAR POINT THAT EVEN THOUGH THERE ARE STILL SERIOUS DIFFERENCES WITH TAIPEI ON DETAILS OF FUTURE AIR RELATIONS, GOJ HAS DECIDED TO TRY TO PROCEED WITH NEGOTIATIONS WITH PEKING FOR TWO REASONS: (A) TO CONCLUDE PACT IN TIME TO PRESENT TO DIET DURING CURRENT SESSION (A POINT GOJ WILL USE WITH PEKING TO PROMOTE TALKS); AND (B) TO LESSEN APPARENT LEVERAGE TAIPEI MAY FEEL IT HAS OVER PRC-JAPAN AIR TALKS. ACTIVE NEGOTIATIONS WITH PEKING COULD REVERSE CURRENT SITUATION SOMEWHAT AND CREATE PRESSURE ON TAIWAN TO SPEED CONCLUSION OF PRIVATE ARRANGEMENTS WITH TOKYO.

6. COMMENT: ALTHOUGH ITAGAKI'S VISIT TO TAIPEI DID NOT RESOLVE DIFFERENCES BETWEEN TAIPEI AND TOKYO, THERE SEEMS TO BE SOME INDICATION CONFIDENTIAL

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OF LESS INTRANSIGENCE ON TAIPEI'S PART AND THERE MAY HAVE ACTUALLY BEEN SOME MOVEMENT DURING VISIT. OGURA'S ADMISSION THAT TALKS WITH PEKING MIGHT LESSEN PRESSURE FROM TAIPEI MAKES SENSE TO US AND PEKING MAY BE WILLING TO RESUME

TALKS TO HELP OHIRA AND TANAKA CONCLUDE AN AGREEMENT.

7. IN LIGHT OF OGURA'S CLARIFICATION OF NAME ISSUE, TAIPEI'S VERY INTERESTING ANALYSIS IN PARA 2 REF C SEEMS VERY PLAUSIBLE. SINCE THIS ISSUE HAS ALSO BEEN MUDDLED IN JAPANESE PRESS, RESOLUTION OF ISSUE IN MANNER APPARENTLY SLIGHTLY MORE FAVORABLE TO TAIPEI POSSIBLE. EVEN THOUGH GOJ HAS NOT CHANGED ITS POSITION ON NAME QUESTION, AT LEAST SINCE OHIRA'S RETURN FROM PEKING JAN 6, CURRENT CONFUSION MIGHT ALSO PERMIT RIGHT-WING OPPONENTS OF OHIRA'S PROPOSALS WITHIN LDP TO CLAIM SOME SUCCESS IN MODIFYING GOJ ORIGINAL POSITION. SAME MIGHT ALSO BE TRUE ON GROUND OPERATIONS PROBLEM IN LIGHT POSITION ON RETENTION PRESENT STAFF PROVIDED BY OGURA. SHOESMITH

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CIVIL AVIATION, AVIATION AGREEMENTS, NEGOTIATIONS, VISITS
Control Number: n/a
Copy: SINGLE
Draft Date: 12 MAR 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: GolinoFR
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974TOKYO003282
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: TOKYO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t19740349/aaaabtru.tel
Line Count: 241
Locator: TEXT ON-LINE
Office: ACTION EB
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: (A) TOKYO 2685; (B) TAIPEI 1499; (C)
Review Action: RELEASED, APPROVED
Review Authority: GolinoFR
Review Comment: n/a
Review Content Flags:
Review Date: 15 JUL 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <15 JUL 2002 by elyme>; APPROVED <29 JAN 2003 by GolinoFR>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: SINO-JAPANESE AVIATION NEGOTIATIONS
TAGS: ETRN, PFOR, CH, TW, JA, (ITAGKI, OSAMU)
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005